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MEMORANDUM FOR: Director of Central Intelligence

SUBJECT: Planning

1. PROBLEM: This paper is submitted in response to your request that this office make a study of whether an adequate mechanism exists within the Central Intelligence Agency for the purpose of planning the future intelligence activities of the Agency and the Federal Government as a whole.

2. DISCUSSION: There is no single unit of the Agency at this time charged with the function of over-all planning for future intelligence activities of the CIA. Nor is there a group charged with advising the DCI as to action needed on a multi-agency basis to insure the proper discharge of the responsibilities of the "Intelligence Community" as a whole.

a. In actuality, the top-level planning body in the Agency exists in the form of your daily meeting with your Deputies, the Inspector General, Chief of Operations, Executive Assistant, and Assistant Director for Current Intelligence. Here problems, mainly short-range in nature, are discussed and decisions taken. If further staff work is needed, action is generally referred to a specific Deputy Director with the responsibility resting on him for coordination both within and outside the Agency.

b. The Project Review Committee cannot be called a planning body from the viewpoint that it reviews long-range plans or programs and analyzes their relationship to long-range intelligence objectives. The great weakness of the PRC system is that considerable work may be done on a project prior to submission only to be rejected on policy, practicality or financial grounds.

c. All other planning in the Agency, except that which may be done by committees, ad hoc or permanent, is done individually in the offices of the Deputy Directors. Some of this planning may actually be done in inter-agency committees with the consequence that the Agency may be discussing advance plans with other agencies before there is top-level intra-CIA planning.

d. One of the structural weaknesses in the Agency today is the lack of cross-utilization of the considerable expert talent

in nearly all fields of major intelligence interest. This cross-utilization should be undertaken only with necessary precautions to insure the compartmentalization required to preserve clandestine and covert operations. But some mechanism should exist within the Agency to insure that the best available talent is utilized in developing plans on all subjects.

e. Coordination, both within CIA and inter-agency, is closely related to planning. The former DD/I constituted the Office of Intelligence Coordination as his planning office. It is felt that OIC is neither properly located, nor properly constituted, to perform Agency planning or, for that matter, coordination. It is wrong for a "line" office to be performing solely staff functions; it places AD/IC in the position of negotiating with his fellow Assistant Directors and being an ambassador to the DD/P areas. The need for close correlation between planning and coordination is even greater with the pressing need for CIA to engage in greater coordination of inter-agency activities.

f. There is no one focal point on the working level within the Agency where the views of those intra-governmental bodies whose deliberations affect CIA are brought together and translated into long-range plans. These intra-governmental bodies include the National Security Council, Operations Coordinating Board, IAC, USCIB, NSC Planning Board, etc.

### 3. CONCLUSIONS:

a. A CIA planning board should confine its work to broad questions of Agency policy and long-range programs, inter-agency policy and coordination establishment of general intelligence priorities, and long-range intelligence objectives. It should assist in maintaining the required compartmentation of the Agency by avoiding operational details and current activities.

b. Planning staff members should be included in or should maintain close liaison with Agency representation on the NSC, IAC, OCB, etc., and within the Agency on the PRC.

c. In order to insure close and intimate knowledge of Agency problems and to avoid creation of an ivory tower group divorced from reality, a CIA Planning Staff should consist of the smallest possible nucleus of imaginative but tough-minded professionals and operate generally on a panel basis utilizing the experts on the particular subjects under consideration. This will also insure an equal work load on the top officials of the Agency. It should be under the direction and guidance of an individual on your immediate staff. It should have a small secretariat to handle the paper work, draft reports, etc.

d. Planning on the Deputy, Office, Staff and Divisional level should be continued but closely coordinated with the CIA Planning Board. A study should be made as to whether the number of planners in the Agency could be reduced.

e. A CIA Planning Board would insure proper cross-utilization of our professional experts on all subjects.

f. The coordination function now performed by OIC should be expanded and made a major subdivision of the CIA planning board.

4. RECOMMENDATIONS:

a. That a CIA Planning Board be created reporting to the Director of Central Intelligence.

b. That an Assistant to the Director for Planning and Coordination be appointed, to be selected from experienced senior Agency officers nominated by the DD/I, DD/P and DD/A, and as appropriate by the Assistant Directors for Communications, Training and Personnel.

c. That the present Office of Intelligence Coordination be abolished and its functions other than the secretaryship of the IAC transferred to the Assistant to the Director for Planning and Coordination. The IAC secretary shall be the Deputy AD/NE.

SIGNED

LIMAN B. KIRKPATRICK  
Inspector General